

**SUMTER COUNTY BOARD OF COMMISSIONERS  
EXECUTIVE SUMMARY**

**SUBJECT:**      **Public Hearing for Resolution to Amend the Adopted Evaluation & Appraisal Report of the Sumter County Comprehensive Plan to Address Comments from the Florida Department of Community Affairs (Staff recommends approval).**

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**REQUESTED ACTION:**      Approve Resolution

☐ Work Session (Report Only)  
☒ Regular Meeting

**DATE OF MEETING:**    11/23/2010  
☐ Special Meeting

**CONTRACT:**    ☒ N/A

Effective Date: \_\_\_\_\_

Vendor/Entity: \_\_\_\_\_

Termination Date: \_\_\_\_\_

Managing Division / Dept: \_\_\_\_\_

Planning

**BUDGET IMPACT:** \_\_\_\_\_

☐ Annual  
☐ Capital  
☒ N/A

**FUNDING SOURCE:** \_\_\_\_\_

**EXPENDITURE ACCOUNT:** \_\_\_\_\_

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**HISTORY/FACTS/ISSUES:**

The Evaluation & Appraisal Report of the Sumter County Comprehensive Plan (EAR) is a review of the effectiveness of the implementation of the County's Comprehensive Plan and to identify how the Comprehensive Plan should be amended to reflect the current needs and future plans of the county. The EAR is required by Florida Statute.

The Board adopted the EAR on August 24, 2010. Subsequent to the adoption, staff submitted the EAR to the Florida Department of Community Affairs (DCA) for a sufficiency review pursuant to Section 163.3191, Florida Statutes. On November 3, 2010, the County received notice from DCA that additional data and analysis is required to the sections of the EAR related to vacant developable land and changes in land area (annexation activity). The additional data and analysis is simple data crunching and does not change the outcome or recommendations of the EAR adopted on August 24, 2010.

Attached are the revised sections of the EAR – Chapter 3: Change in Land Area and Chapter 5: Vacant Land Analysis.

The deadline to submit this additional data and analysis to DCA is December 2, 2010, to avoid a formal finding of insufficiency by DCA.

Staff recommends approval of the resolution adopting the amendments to the Sumter County Evaluation and Appraisal Report.

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## **Chapter 3**

### **Change in Land Area**

Since the last adoption of the Sumter County Comprehensive Plan in 2002, four of the five cities within the county have pursued relative aggressive annexation plans; the exception is the City of Webster. The table below summarizes the acres annexed into each of the cities from 2003 to 2009.

<b>Table 3-1</b>					
<b>Annexation Activity 2003 to 2009 (Acres Annexed)</b>					
<b>Year</b>	<b>City of Bushnell</b>	<b>City of Center Hill</b>	<b>City of Coleman</b>	<b>City of Webster</b>	<b>City of Wildwood</b>
<b>2003</b>	<b>58</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>2004</b>	<b>48</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>82</b>
<b>2005</b>	<b>1</b>	<b>2,540</b>	<b>0</b>	<b>0</b>	<b>3,783</b>
<b>2006</b>	<b>339</b>	<b>0</b>	<b>0</b>	<b>8</b>	<b>10,175</b>
<b>2007</b>	<b>921</b>	<b>0</b>	<b>173</b>	<b>10</b>	<b>6,090</b>
<b>2008</b>	<b>85</b>	<b>0</b>	<b>124</b>	<b>0</b>	<b>18</b>
<b>2009</b>	<b>1,726</b>	<b>0</b>	<b>320</b>	<b>10</b>	<b>0</b>
<b>Total</b>	<b>3,178</b>	<b>2,540</b>	<b>617</b>	<b>28</b>	<b>20,148</b>

Source: County Records of Annexation Activity

The scale of this annexation activity can be measured through a comparison of the acres annexed from 2003 to 2009 to the city size in 2000, as recorded by the U.S. Census Bureau. Based on this comparison, the area annexed from 2003 to 2009 as a percentage of the city size in 2000 are:

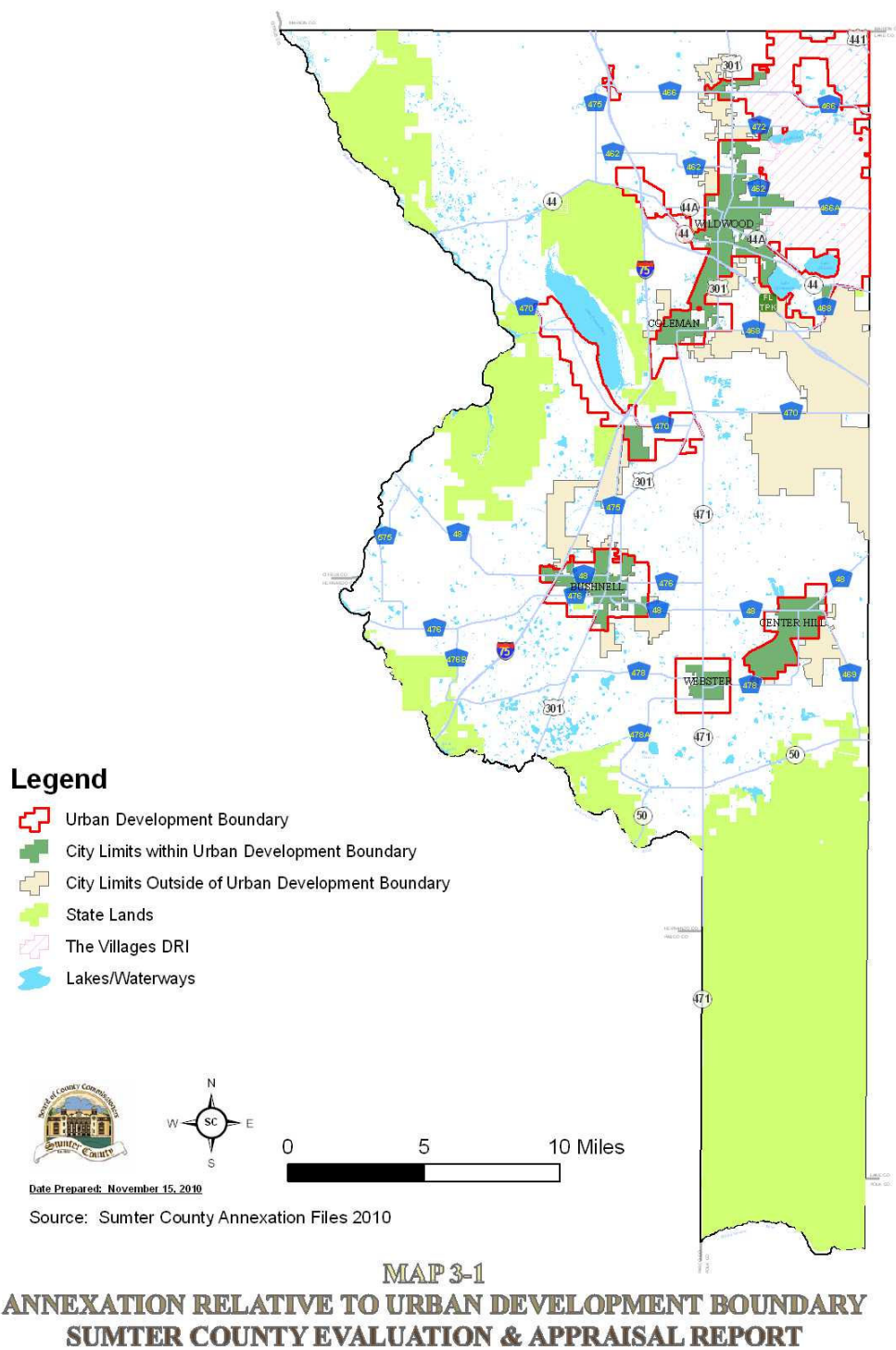
City of Bushnell – 216%                      City of Center Hill – 220%                      City of Coleman – 64%

City of Webster – 3%                      City of Wildwood – 605%

The issue of the cities annexation of unincorporated lands is best reflected in the analysis of the cities boundaries compared to the County's adopted Urban Development Boundary. In 2003, the existing city limits at that time were generally framed within approximately ½ mile by the adopted Urban Development Boundary. The intent and purpose of the County's adopted Urban Development Boundary is to identify areas of the unincorporated county that were appropriate for the expansion of urban development and public services and infrastructure to serve that urban development. In an ideal situation, the city annexation activities during the period of 2003 to 2009 would stay within these adopted Urban Development Boundaries. However, as Table 3-2 and Map 3-1 show, the growth of the cities boundaries into unincorporated areas of the county often exceeded the limits of the adopted Urban Development Boundary.

**Table 3-2**  
**City Limits Compared to the Urban Development Boundary**

<b>City</b>	<b>Total City Size (sq miles)</b>	<b>City Inside Urban Development Boundary (sq miles)</b>	<b>City Outside Urban Development Boundary (sq miles)</b>
Webster	1.4	1.4	0.0
Coleman	2.6	1.6	1.0
Center Hill	6.7	4.5	2.2
Bushnell	11.2	4.9	6.4
Wildwood	40.0	9.7	30.4



By a significant margin, the most significant deviation of the annexation activities of the cities related to the adopted Urban Development Boundary is the City of Wildwood. Only 10 square miles of the City's total 40 square miles is within the County's adopted Urban Development Boundary. This is reflective of the aggressive annexations by the City of Wildwood between 2005 and 2007 that primarily focused on annexing relative large areas of unincorporated agricultural lands to the south of the core city limits.

The second most significant deviation of the annexation activities of the cities related to the adopted Urban Development Boundary is the City of Bushnell. Of the City's 11 square miles, six (6) square miles are located outside of the County's adopted Urban Development Boundary. This is reflective of the recent annexation activities of the City of Bushnell that extended their city limits to the west of I-75 and north to C-470. The bulk of these annexations converted agricultural lands and an area of industrial lands (located on C-470) from County jurisdiction to City jurisdiction.

The City of Center Hill annexed a relative large unincorporated agricultural area to the southeast of the City that is outside of the Urban Development Boundary. The purpose of this annexation was for a proposed limerock mine and cement facility.

The City of Coleman annexed an area of unincorporated agricultural areas to the northwest and southeast of the City that is outside of the Urban Development Boundary.

The minimal City of Webster annexation activity since 2003 has been limited to those areas within the Urban Development Boundary.

### **Unanticipated Opportunities or Challenges**

In 2006, the County began to take significant notice of the unanticipated aggressive annexation activities of the cities and the related disconnect of the annexation activity to the adopted Urban Development Boundary. At this time, the County initiated consideration of the pursuit of interlocal agreements with the cities to coordinate annexation plans and assure the annexations were done in a manner to assure the appropriate provision of public services and to promote the overall economic development efforts of the county as a whole. In 2007, the County entered into negotiations with each of the five cities for the adoption of Interlocal Service Boundary Agreements (Agreements), pursuant to Chapter 171, Part II, Florida Statutes. These Agreements are tools for counties and cities to coordinate and assure the provision of adequate public services within a defined area and establish boundaries and criteria for annexation activity. In 2009, the County executed Agreements with the City of Wildwood, City of Webster, and City of Center Hill. As a result of these Agreements, there is now a coordinated plan for future annexations and the provision of public services for Wildwood, Webster, and Center Hill. The County continues in negotiation with the City of Bushnell to execute their Agreement. As of November 17, 2010, the County has ceased discussions with the City of Coleman due to the City's failure to move forward with the consideration of adoption of the Agreement.

### **Existing Objectives Related to Issue**

#### Intergovernmental Coordination Element

##### **Objective 5.1.1 – Coordination of Comprehensive Plan with Other Local Governments**

This objective and its related policies provide for the coordination of comprehensive planning efforts, including annexations, between the County and other local governments through

interlocal agreements. The adoption of the interlocal agreements with the cities of Wildwood, Center Hill, and Webster, pursuant to Chapter 171, Part II, Florida Statutes, implements this objective and its policies.

#### **Amendments Needed to Address Issue**

The Sumter County Comprehensive Plan Future Land Use and Intergovernmental Coordination Element will need to be amended to reflect the coordination mechanisms of the Agreements and consistent with the requirements of Chapter 171, Part II, Florida Statutes. In addition, the Agreements with the cities of Center Hill and Webster call for the development of a unified comprehensive plan between the County and the cities as part of the Evaluation & Appraisal Report based amendments.

## **Chapter 5**

# **Vacant Land Analysis**

Map 5-1 and Table 5-1 illustrate the existing land uses, as classified by the Sumter County Property Appraisers Office, of unincorporated areas of the County. In addition, Map 5-1 and Table 5-1 provide the relationship of these existing land uses with the adopted Urban Development Boundary. As the map and table indicate, the most prominent of the existing land uses is Agriculture while the least prominent is Vacant Industrial Lands.

Of specific interest to the issue of vacant developable lands is the relationship of those areas designated as vacant by the Sumter County Property Appraiser's Office to the adopted Urban Development Boundary. The Urban Development Boundary is established in the Future Land Use Element with the express purpose of encouraging development within these areas.

Nearly 34% of the areas that are classified as Vacant Residential by the Sumter County Property Appraiser are within the Urban Development Boundary. This relative low percentage is indicative of the general rural residential development pattern of much of the county outside of the cities and The Villages Development of Regional Impact (DRI). In contrast, the percentage of lands designated as Vacant Commercial (78%) and Vacant Industrial (79%) are overwhelming located within the Urban Development Boundary. The location of these Vacant Commercial and Industrial lands is indicative of the focus to promote and encourage commercial and industrial development within more urbanized areas of the county to take advantage of the existing or future opportunity to connect to central potable water and sewer services and to receive the benefits of generally a higher level of service for infrastructure and public services.

**Table 5-1**  
**Existing Land Uses of Unincorporated Areas**

Existing Land Uses	Total Acres	Acres in Urban Development Boundary	% of Total in Urban Development Boundary
Agriculture	137,319	7,328	5.34%
Agriculture with Homestead	25,283	1,368	5.41%
Single-Family Residential	14,220	6,742	47.41%
Utilities/Mining/Other	8,854	1,318	14.89%
Mobile Home	7,460	1,285	17.22%
Commercial/Office	4,942	3,654	73.94%
Vacant Residential	4,547	1,537	33.80%
Government	4,004	1,506	37.61%
Public/Insttutional	1,778	284	15.97%
Not Classified	753	-	0.00%
Vacant Commercial	461	360	78.07%
Industrial	344	206	59.81%
Miscellaneous Residential	212	64	30.19%
Vacant Institutional	86	7	8.17%
Multi-Family	72	24	33.33%
Vacant Industrial	54	43	79.23%
<b>Total</b>	<b>210,390</b>	<b>25,726</b>	<b>12%</b>

Source: Sumter County Property Appraiser Records November 2010



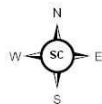
## Legend

-  Urban Development Boundary
-  The Villages DRI
-  State Lands
-  City Boundaries
-  Lakes/Waterways

## Existing Land Use

-  Not Classified
-  Vacant Residential
-  Single-Family Residential
-  Mobile Home
-  Multi-Family
-  Miscellaneous Residential
-  Vacant Commercial
-  Commercial/Office
-  Vacant Industrial
-  Industrial
-  Agriculture with Homestead
-  Agriculture
-  Vacant Institutional
-  Public/Institutional
-  Government
-  Utilities/Mining/Other

Unincorporated Areas Acreage for Analysis: 210,390



0 5 10 Miles

Date Prepared: November 15, 2010

Source: Sumter County Property Appraiser Records November 2010

## MAP 5-1 UNINCORPORATED AREAS FOR ANALYSIS - EXISTING LAND USES SUMTER COUNTY EVALUATION & APPRAISAL REPORT

5-3

The data provided in Table 5-1 and Map 5-1 was further refined to develop the extent of all potential vacant developable lands in unincorporated areas of the county. The vacant developable land was identified through the following process.

Parcel data from the Sumter County Property Appraiser was queried to erase all parcels identified by the Property Appraiser as developed. The resulting parcels were then overlaid with information from the National Wetland Inventory (NWI). The overlaps of the remaining parcels with areas classified as a wetland by the NWI were removed from the parcels. The remaining parcels were then overlaid with approved Developments of Regional Impact (DRI) (i.e. The Villages) and areas approved for mining. The overlaps of the remaining parcels with the DRIs and the mines were removed from the parcels. Finally, the remaining parcels were overlaid with existing conservation/state owned lands. The overlaps of the remaining parcels with the conservation/state owned lands were removed from the parcels. The remaining parcels at the end of the process are considered as vacant developable lands. The vacant developable lands were also mapped in relationship to their proximity to the adopted Urban Development Boundary. Table 5-2 and Map 5-2 illustrate the results of this process combined with the adopted Future Land Use designations of the vacant developed parcels.

**Table 5-2  
Future Land Uses of Vacant Developable Lands**

Future Land Use	Total Acres	Acres in Urban Development Area	% of Total Acres in Urban Development Boundary
Agriculture	93,374	99	0.11%
Rural Residential	3,794	2,394	63.10%
Low Density Residential	1,485	1,113	74.95%
Commercial	1,379	965	69.96%
Industrial	1,188	420	35.34%
Mixed Use	260	82	31.54%
Medium Density Residential	182	124	68.23%
High Density Residential	46	41	88.73%
Conservation	18	-	0.00%
Public/Institutional/Educational	6	6	94.34%
<b>Total</b>	<b>101,733</b>	<b>5,244</b>	<b>5.15%</b>

Ninety-two percent (92%) of the total acreage of vacant developable lands (93,374 acres out of a total of 101,733 acres) has an adopted Future Land Use of Agriculture. Due to this high percentage of Agriculture Future Land Use, only 5% of the identified vacant developable lands are located within the Urban Development Boundary.

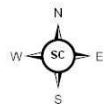
## Legend

-  Urban Development Boundary
-  State Lands
-  City Boundaries
-  The Villages DRI
-  Lakes/Waterways

## Future Land Use of Vacant Developable Lands

-  Agriculture
-  Conservation
-  Rural Residential
-  Low Density Residential
-  Medium Density Residential
-  High Density Residential
-  Commercial
-  Industrial
-  Public/Institutional/Educational
-  Mixed Use

**Acreeage of Developable Vacant Lands: 101,733**



0 5 10 Miles

Date Prepared: November 15, 2010

Source: Sumter County Property Appraiser Records November 2010

## MAP 5-2 DEVELOPABLE VACANT LANDS SUMTER COUNTY EVALUATION & APPRAISAL REPORT

5-4

The allocation of the identified vacant developable lands with their adopted Future Land Uses was further analyzed to provide an estimate of the maximum development potential of these lands. The acreage of each of the Future Land Uses was converted to its maximum development potential using its associated densities and intensities within the adopted Future Land Use Element. As Table 5-3 shows, the maximum development potential of the vacant developable lands is 18,485 dwelling units and 43.9 million square feet of non-residential uses.

**Table 5-3**  
**Maximum Development Potential of Vacant Developable Lands**

Future Land Use	Residential (Dwelling Units)	Non-Residential (Square Feet)
Agriculture	9,337	-
Rural Residential	3,794	-
Low Density Residential	2,970	-
Commercial	-	25,526,160
Industrial	-	17,511,120
Mixed Use	1,379	744,876
Medium Density Residential	727	-
High Density Residential	277	-
Conservation	-	-
Public/Institutional/Educational	-	130,680
<b>Total</b>	<b>18,485</b>	<b>43,912,836</b>

Assumptions:

Agriculture - 1 dwelling unit/10 acres

Rural Residential - 1 dwelling unit/acre

Low Density Residential - 2 dwelling units/acre

Commercial - 0.25 FAR outside of Urban Development Boundary and 0.5 FAR inside Urban Development Boundary

Industrial - 0.25 FAR outside of Urban Development Boundary and 0.5 FAR inside Urban Development Boundary

Mixed Use - 80% Residential and 20% Non-Residential

Medium Density Residential - 4 dwelling units/acre

High Density Residential - 6 dwelling units/acre

Conservation - No development potential

Public/Institutional/Educational - 0.25 FAR outside of Urban Development Boundary and 0.5 FAR inside Urban Development Boundary

The maximum dwelling unit development potential of the vacant developable lands (18,485) is less than the projected need for new dwelling units to meet the increase in demand from the 2010 to the 2035 unincorporated population, located outside of The Villages DRI (32,457). Table 5-4 provides this analysis.

**Table 5-4**  
**2035 Dwelling Unit Capacity Analysis Vacant Developable Lands**

Unincorporated Population 2010 <sup>(1)</sup>	30,800
Unincorporated Population 2035 <sup>(1)</sup>	87,600
Population Growth 2010 to 2035	56,800
Additional Dwelling Units Required to Meet Population Growth <sup>(2)</sup>	32,457
Dwelling Unit Potential Supply Vacant Developable Lands	18,485
<b>2035 Dwelling Unit Surplus/(Deficit)</b>	<b>13,972</b>

(1) Unincorporated Population is Total County Population less Inmates, Municipal Population, and The Villages Population.

(2) Based on 2.1 persons per dwelling unit and 1.2 market factor.

### **Unanticipated Opportunities or Challenges**

The large inventory of vacant developable lands provides an opportunity for the acquisition of large land areas to accommodate a well planned and coordinated development with diverse mix of uses. However, this wide dispersion of vacant developable lands presents a challenge for the County. Some of these areas, although they pass the screening, are not appropriate for intensive development due to their relative remote location from existing or planned urbanized areas and lack of existing or planned infrastructure.

### **Existing Objectives Related to Issue**

The scope of this issue is general and nature and touches on nearly all objectives of the County's Comprehensive Plan. It is the intent and purpose of the Comprehensive Plan's objectives to direct and promote development to appropriate areas of the county.

### **Amendments Needed to Address Issue**

As discussed throughout this Evaluation & Appraisal Report, the County must amend the Comprehensive Plan to implement a strong framework to promote and direct development to those areas of the county that are appropriate for development and support an orderly expansion of the urbanization. Those areas most appropriate for urbanization are those areas within and around the cities (as defined in the Interlocal Service Boundary Agreements with the cities), existing urbanized areas of unincorporated county (i.e. Lake Panasoffkee, Sumterville, etc.), and those areas that are in key locations to provide for industrial and employment centers.